



United States Department of the Interior

BUREAU OF RECLAMATION
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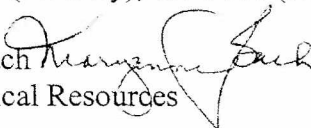
IN REPLY REFER TO:

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MEMORANDUM

To: Managing for Excellence Team 12 Leads
Attn: 86-68300 (Hensley), GP-3000 (Macartney)

From: Maryanne C. Bach 
Director, Technical Resources

Subject: Transmittal of Managing for Excellence – Team 10 Reports and Database

The attached report entitled “FAIR Act Classification” is the final product of Team 10 in the Managing for Excellence effort. A Fiscal Year (FY) 2006 FAIR Act Inventory database is being sent electronically to you. This product is provided to you as one of several inputs you will receive to aide you in your task of completing a right-sizing process. It is intended that you and your team members thoroughly read and understand the information contained in the report to support your efforts in completing the task of Team 12.

Since the Office of Management and Budget (OMB) has not released the FY 2006 FAIR Act Inventory to the public, the database data cannot be publicized and should be handled accordingly by you and your team members.

By copy of this memorandum, I authorize the “FAIR Act Classification Report” be posted as a final document on the Managing for Excellence internet website.

Attachments

cc: 91-00000 (Collier), 91-10000, 92-00000 (Burman, Brown), 94-00000, 94-30000 (Wolf, Smith)
96-00000
86-60000 (Muller, Medina), 84-20000 (Harrison, Moon), 84-27850 (Boyce), 84-40000
(Achterberg, Rudd), 84-50000 (Gonzales, Pratt), 84- 52000 (Shanahan)
PN-1000 (McDonald, Kaley), MP-100 (Rodgers, Schlueter), LC-1000 (Harkins, Walkoviach,
Ruiz), UC-100 (Gold,Daly), GP-1000 (Ryan, Blankenship)

FAIR ACT CLASSIFICATION

Managing for Excellence

Action Item No. 10

EXECUTIVE SUMMARY

The primary objective of this report on Action Item No. 10 is to present the approach, findings, and recommendations of the Bureau of Reclamation's (Reclamation) *Managing for Excellence* (M4E) team that was tasked to accomplish Action Item No.10. The text of this action item provided the general framework for completing this task. Action Item No. 10 is included in the Engineering and Design Services (E&DS) functional area of the M4E Action Plan and specifically states:

"Evaluate the identified workload in terms of its commercial, commercial core, and/or inherently governmental nature, in accordance with the definitions in OMB Circular A-76. This will include the critical determination of the sustainable core capability needed to achieve Reclamation's mission-critical work."

The objective of the analysis is to provide Office of Management and Budget (OMB) Circular No. A-76 (Circular A-76) Federal Activities Inventory Reform (FAIR) Act classification guidance to be used to assist with M4E initiatives to develop proposals for efficiently and effectively obtaining the technical services needed to carry out Reclamation's mission objectives. Workload expressed in terms of dollars spent for various broad categories of functions did not provide the necessary detail to apply Circular A-76 classification; therefore, Reclamation's Fiscal Year 2006 (FY06) FAIR Act Inventory (Inventory) and justifications were used.

Reclamation has made great progress in its Inventory of inherently Governmental (IG), commercial and commercial core (CA) activities. However, the review of the Inventory identified areas for improvement. The findings of the Action Item No. 10 team can be summarized as:

- FAIR Act Inventory data and guidance will provide data to assist with identifying and defining inherently Governmental and commercial core activities as well as ensure compliance with Circular A-76 in the rightsizing effort.
- The percentage of inherently Governmental FTEs may be low in the subset of technical services Reclamation wide.
- Justification language did not always support Inventory classification both at the template and FTE level.
- Guidance was not clear and concise in some areas leading to inconsistencies in coding and insufficient justification narratives.

- Improvements to the Inventory data and process can and should be made. Upon further review, adding work examples to assist with future organization alignment reviews and/or pre-study activities to the database is not recommended.
- The review of classifications and justification language provided additional detailed data that indicates the scope of activities performed by the Reclamation-wide technical resource occupations defined by Action Item No. 9 may extend beyond E&DS workload and some activities may be missing from the review. Further, it includes operation and maintenance functions that should be separated for follow-on actions (e.g., Action Items No. 11, 12, 26 and 27).

APPROACH

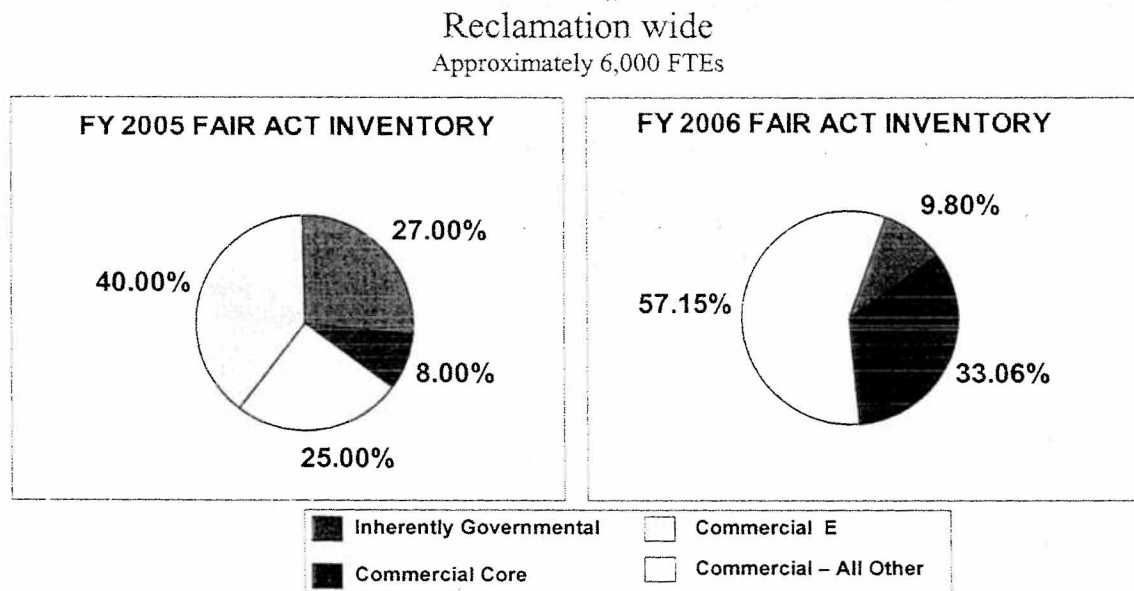
Action Item Team No. 10 (Team 10), with assistance from an independent consultant, used Reclamation's Inventory and supporting data to review and evaluate the classifications of work in terms of its commercial, CA, and/or IG nature in accordance with the definitions in Circular A-76 and the Department of the Interior (DOI) and Reclamation Guidance. DOI's review of Reclamation's Inventory and related comments were utilized as well. The Inventory is the closest, existing dataset to activity definitions. It was developed at the lowest organizational level in the past year. This dataset provides a mechanism for identifying IG and CA activities and the classification guidance to support an organizational review and right-sizing process. In addition, it provides comprehensive data to assist with appropriately identifying activities that should be included or excluded from the E&DS right-sizing process.

FINDINGS

Reclamation's Inventory is submitted annually thru DOI to OMB. Until OMB releases the inventory, related data cannot be released to the public. Therefore, Team 10 has developed a separate Report of Findings and Recommendations of their analysis. Summarized data based on the submission to OMB, which is subject to change, has been used to provide an overview of FAIR Act classification data in this report. While Team 10 will provide a list of commercial core positions and related justifications data per the Inventory to Action Item Team No. 12 (Team 12), the "critical determination of the sustainable core capability needed to achieve Reclamation's mission-critical work" will be completed as a part of Team 12's work.

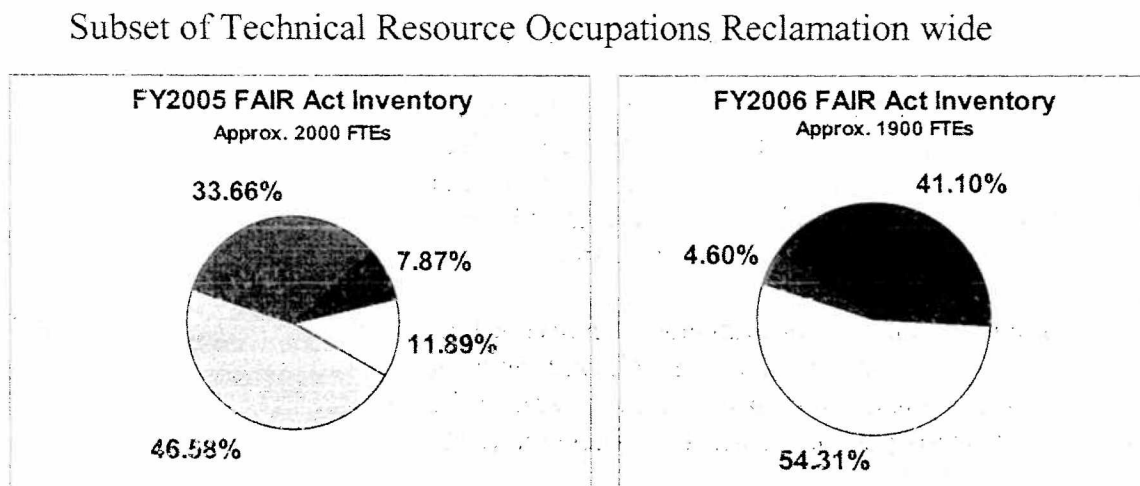
When compared to the rest of the DOI, Reclamation's FY 2006 classification to IG and commercial appears reasonable, if not a little light on the IG side. For example, based on the last published Inventory (FY05), the DOI-wide percent of FTEs classified IG is 39% and 61% commercial. Reclamation's classification for this same period was 27% IG and 73% commercial. Only two DOI bureaus have higher distributions to commercial – the Bureau of Indian Affairs and the National Park Service. Given the missions of these agencies, common commercial activities of operating schools and maintaining buildings and parks, respectively, their ratios would be higher. As the following charts demonstrate, the percentage of FTE's Reclamation coded to IG decreased significantly in the FY06 Inventory. Since the information on other DOI bureaus is unavailable, a comparison of the FY06 information is not possible.

For comparison purposes, the following charts reflect the FAIR Act Inventory distribution for all positions in Reclamation for FY 2005 and FY 2006 and do not represent rightsizing:



The review and analysis for Action Item No. 10 was limited to the subset of Reclamation-wide technical resource occupations (roughly 1900 positions) identified by Action Item No. 9 (see Table 1 in the Appendix). No new data was collected. To perform a comprehensive review and validate the existing data, supervisors and staff would need to be interviewed and position descriptions reviewed to gather and/or further clarify data provided in order to do a final determination of classification. The IG variation between FY 2005 and FY 2006 was due to significant changes in OMB guidance for IG classification—particularly in the areas of supervisor and contracting officers representatives as well as “preponderance” of duties (25% of more) coding.

The summary classification distribution for the subset of technical resource occupations for FY 2005 and FY 2006 is as follows:



<input checked="" type="checkbox"/> Inherently Governmental	<input type="checkbox"/> Commercial E
<input checked="" type="checkbox"/> Commercial Core	<input type="checkbox"/> Commercial – All Other

In addition to data collection and process improvements, an analysis of including additional data elements that could be used to perform organization reviews and potential future A-76 Pre-Study activities was performed. It was determined that additional data elements should not be added to the FAIR Act Inventory database. These types of data elements would require greater detail and breakout than that required for FAIR Act Inventory purposes. Logical roll up of this detail data into FAIR Act data isn't possible. Adding these types of elements would corrupt the FAIR Act data to the extent that it would be rendered useless. Extensive time and effort would be required for gathering and maintaining the data. The best time to gather this data would be when areas for pre-study have been identified.

SCOPE OF RECLAMATION-WIDE TECHNICAL RESOURCE OCCUPATIONS

In reviewing the detailed classifications and justifications language for many of the occupations defined by Action Item No. 9 (Table 1, Appendix A), it was discovered that the scope of activities performed by the Reclamation-wide technical resource occupations identified may extend beyond E&DS workload. These positions encompass most engineering and technical resource staff Reclamation-wide. However, there may be some activities missing that are performed by staff outside the defined scope.

As a part of the examination of E&DS, beyond identifying potential job series as a means of determining what activities are included, an analysis of what activities and purpose and extent actually performed by these job series must be accomplished. Further, for a variety of reasons, job series is not always the true indicator of what a position does; e.g., the obvious 800 series Area Managers. Inventory justification language for the activities of these occupations provided detailed information to begin the analysis and parameter criteria. This analysis will provide the necessary data to guide the Action Item No. 12 rightsizing process by suggesting parameters to use to determine what to consider in and what is out in the development of the right-sized organization. It may also prove useful to Action Items No. 26 and 27.

The landscape of Reclamation has changed significantly during the past decade. One thing that has not changed, in fact it has increased in importance, is the primary emphasis on operating and maintaining Reclamation's infrastructure (Dams, Reservoirs, Powerplants, and massive quantities of land that has been either acquired or withdrawn for project purposes). The changes in Reclamation's focus and mission places an even greater importance on planning – not just for potential constructed solutions, but for better decision making related to the operation and maintenance of Reclamation's projects. In other words, not all planning is related to construction. The roles of many disciplines in Reclamation have evolved to this change in focus. For Reclamation to succeed in its implementation of the National Research Council's recommendations, it is critical to recognize that the shift in focus and the activities performed has occurred and must be applied in these types of studies.

While some of the disciplines represented in the subset may be recipients of or provide data in support of engineering designs, estimates, and construction management on an occasional basis,

their primary purpose is directed toward the change in Reclamation's mission or the preservation of its original mission (e.g., economists with repayment and water contracting responsibilities; biologists, ecologists, natural resources, and environmental specialists whose primary responsibility is compliance with other federal laws; land resources staff involved in the day-to-day management of acquired and withdrawn land, etc.). To include these activities in a study of E&DS is problematic since these activities are day-to-day facility operations and/or program management and not a technical service. With that said, it should be noted that many of these positions will be included in M4E Action Item Nos. 26 & 27 analysis when looking at outsourcing O&M of Reclamation's facilities. Once again, the analysis of what activities and purpose and extent actually performed by these positions must be accomplished as a part of those Action Items analysis.

Another critical item to consider in establishing parameters for E&DS rightsizing is to answer the question – What services would be a part of E&DS and thus a part of a potential statement of work versus what services would be considered "Government-furnished" and not a part of a potential statement of work? Providing data to E&DS to feed a design or construction activity is one area where this is particularly delicate. For example, an Area Office may be asked to provide a set of data regarding local equipment or facility features needed for design development or construction. The assignment might be given to one of three local Natural Resources Specialists to gather. The next time this type of request comes in, a different Natural Resources Specialist or a different position is given the assignment. This demonstrates that this is not a common activity for these positions. Should this be considered an activity that is included in E&DS or simply an activity that feeds it? This example touches many areas; e.g., archeology, biology, hydrology, anthropology, cartography, etc. The answer to this question makes a significant difference when determining what "positions", in whole or in part, are to be included in the E&DS organization. It is probably more efficient for the Government to consider these types of activities as "Government-furnished" rather than trying to staff to it. The non-E&DS activities of these positions, which are the major part of the position, would have to remain at the local office area. How would the activities be split and out of what positions? In terms of a statement of work, it would be extremely difficult, if not impossible, to implement at an individual office level, and most likely very inefficient since the workload is random and not a regular set of duties.

The scope will be reviewed and refined as a part of the right-sizing process. This data will also serve as pivotal guidance to maintaining the FAIR Act Inventory leading to common and consistent coding of these types of activities in correct functional categories.

TEAM'S SUMMARY

A FY06 FAIR Act Inventory database and the Report of Findings and Recommendations have been provided to Team 12. The Inventory database has been enhanced with additional codes, queries, and reports to facilitate analysis of the data for the rightsizing effort. The findings provide extensive specific examples of what types of activities should be included or excluded from inherently Governmental and commercial core. Following are the major points that the team gleaned from the Inventory data as it relates to the M4E objectives.

- Classifying activities in accordance with the FAIR Act is an evolving process. Refining and improving guidance and adjusting accordingly continue to get better each cycle. The rightsizing process will provide comprehensive guidance for CA for future FAIR Act Inventory processes. At some point, the FAIR Act Inventory process will become routine.
- While FAIR Act Inventory data is one of many factors used in reviewing organizational alignment, FAIR Act classification GUIDANCE should be used to determine classifications for organizational alignment.
- Some activities performed may extend beyond the scope of ED&S and Technical Services workload defined by Action Item No.9 and some may be missing. The scope will be refined as a part of the right-sizing process.
- Determining commercial core classification requires a corporate perspective. These activities must be core to Reclamation's mission. As mission objectives change, so does commercial core requirements. For that reason, reviewing and adjusting organizational alignment is a continuous process and should be integrated into the model for ED&S and Technical Services.

APPENDIX

Table 1--FY 2006 FAIR Act Inventory
Subset of Technical Resource Occupations Reclamation-wide

Job Series	OPM Position Title
Engineering	
801	GENERAL ENGINEER
802	CIVIL ENGINEERING TECHNICIAN
803	SAFETY ENGINEER
806	MATERIALS ENGINEER
807	LANDSCAPE ARCHITECT
808	ARCHITECT
809	CONSTRUCTION INSPECTOR
810	CIVIL ENGINEER
817	SURVEYING TECHNICIAN
818	ENGINEERING DRAFTSMAN
819	ENVIRONMENTAL ENGINEER
830	MECHANICAL ENGINEER
850	ELECTRICAL ENGINEER
854	COMPUTER ENGINEER
855	ELECTRONICS ENGINEER
856	ELECTRONICS TECHNICIAN
890	AGRICULTURAL ENGINEER
893	CHEMICAL ENGINEER
899	STUDENT TRAINEE (CIVIL ENGR)
Physical Sciences	
1301	PHYSICAL SCIENTIST
1311	PHYSICAL SCIENCE TECHNICIAN
1313	GEOPHYSICIST
1315	HYDROLOGIST
1316	HYDROLOGIC TECHNICIAN
1320	CHEMIST
1340	METEOROLOGIST
1350	GEOLOGIST
1370	CARTOGRAPHER
1371	CARTOGRAPHIC TECHNICIAN
1373	LAND SURVEYOR
1399	STUDENT TRAINEE (PHYS SCI)

Job Series	OPM Position Title
Social Sciences	
101	STUDENT ADVISOR/MENTOR
102	SOCIAL SCIENCE AID & TECHNICIAN
110	ECONOMIST
132	INTELLIGENCE RESEARCH SPECIALIST
150	GEOGRAPHER
170	HISTORIAN
184	SOCIOLOGIST
186	SOCIAL SERVICES ASSISTANT
188	RECREATION SPECIALIST
189	RECREATION ASSISTANT
190	GENERAL ANTHROPOLOGY
193	ARCHEOLOGIST
199	STUDENT TRAINEE (ECONOMIST)
Biological Sciences	
401	NATURAL RESOURCE SPECIALIST
404	BIOLOGICAL SCIENCE TECHNICIAN
408	ECOLOGIST (SR PROG MGR-MSCP)
430	RESEARCH BOTANIST
459	IRRIGATION SYSTEM OPERATOR
470	SOIL SCIENTIST
471	CONSERVATION AGRONOMIST
480	FISH & WILDLIFE PROGRAM SPEC
482	FISHERY BIOLOGIST
486	WILDLIFE BIOLOGIST
499	STUDENT TRAINEE (NAT RES)

MANAGING FOR EXCELLENCE RECOMMENDATIONS – TEAM 10

Engineering and Design Services

Executive Sponsor: Maryanne Bach

Team Members: Gayle Shanahan, Randy Boyce, and Roberta Ries, with assistance from Wilson Orvis, Consultant, Quasars, Inc.

Key Organizations Function Interfaces: Reclamation-wide technical services.

Action item statement from the Managing for Excellence Action Plan: Evaluate the identified workload in terms of its commercial, commercial core, and/or inherently governmental nature, in accordance with the definitions in OMB Circular A-76. This will include the critical determination of the sustainable core capability needed to achieve Reclamation's mission-critical work.

Scope Statement from Managing for Excellence Project Management Plan: The objective is to provide Office of Management and Budget (OMB) Circular No. A-76 FAIR Act classification guidance to be used to assist with Managing for Excellence initiatives to develop proposals for efficiently and effectively obtaining the technical services needed to carry out the Bureau of Reclamation's (Reclamation) mission objectives.

Approach and Methodology: Workload expressed in terms of dollars spent for various broad categories of functions doesn't provide the necessary detail to apply OMB Circular No. A-76 classification; therefore, Reclamation's FY 2006 Inventory (Inventory) was used. Action Item Team No. 10 (Team 10), with assistance from an independent consultant, used Reclamation's Inventory and supporting data to review and evaluate the classifications of work in terms of its commercial, commercial core (CA), and/or inherently Governmental (IG) nature in accordance with the definitions in OMB Circular No. A-76 and the Department of the Interior (DOI) and Reclamation Guidance. DOI's review of Reclamation's Inventory and related comments were utilized as well. The Inventory is the closest, existing dataset to activity definitions. It was developed at the lowest organizational level in the past year. This dataset provides a good mechanism for identifying IG and CA activities and the classification guidance to support an organizational review and right-sizing process.

Deliverables:

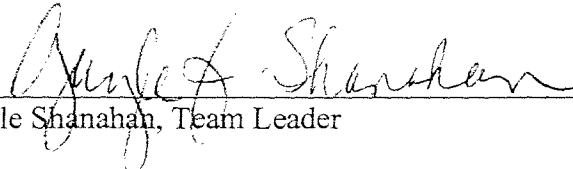
1. "FAIR Act Classification" Report which presents a summary of the review of Reclamation's FY 2006 FAIR Act Inventory classification and guidance.
2. A database containing Reclamation's FY 2006 FAIR Act Inventory data.

Important note: Since OMB has not released the FY 2006 FAIR Act Inventory to the public, the database data cannot be publicized and should be handled accordingly throughout the review process and by Team 12.

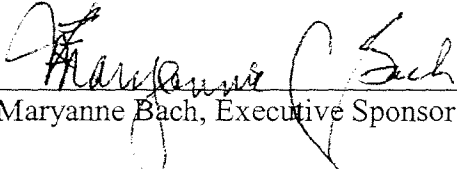
Recommendations:

1. The Director, Technical Resources should provide the report and database to Managing for Excellence Team 12 for their use and consideration in the right-sizing effort.

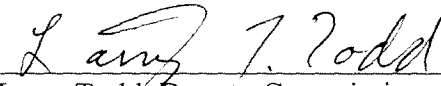
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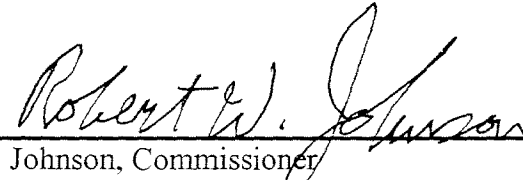
Gayle Shanahan, Team Leader Date

 11/28/2006

Maryanne Bach, Executive Sponsor Date

 11/28/2006

Larry Todd, Deputy Commissioner, PAB Date

Concur:  11/30/06

Robert W. Johnson, Commissioner Date